# Ministry of First Nations and Métis Relations

## Plan for 2012-13

Government of Saskatchewan

# PLAN FOR 2012-13

## Statement from the Minister

I am pleased to present the Ministry of First Nations and Métis Relation's Plan for 2012-13.

The Government's Direction and Budget for 2012-13 are built around *Keeping the Saskatchewan Advantage*; supporting our sound economic growth so that the prosperity can be shared across the province.

First Nations and Métis Relations is committed to add value to the people of Saskatchewan. This commitment is reflected in our plan which includes strengthening relationships with First Nations, Métis, Northerners, and industry and facilitating access to opportunities for First Nations, Métis and Northerners. We will continue fulfilling our obligations on Duty to Consult, Treaty Land Entitlements, and the Gaming Framework Agreement. In addition, we will continue to work with our northern partners to identify innovative approaches to address social and economic issues.

The Ministry will report on the progress made toward this plan, within the financial parameters provided, in the 2012-13 Annual Report.

*The Honourable Ken Cheveldayoff*
*Minister of First Nations and Métis Relations*

## Response to Government Direction

Government has renewed its plan for 2012-13 to encourage and support the *Saskatchewan Advantage*. This plan reflects the Government's continued focus on economic growth, supporting the creation of new opportunities through strategic investments, ensuring that the prosperity is shared and our quality of life is enhanced. Government's key priorities and commitments have been supported in the context of a disciplined four-year fiscal plan and are presented in the *Government Direction for 2012-13*.

**Government's Vision**

*"... a strong and growing Saskatchewan, the best place in Canada – to live, to work, to start a business, to get an education, to raise a family and to build a life."*

| Sustaining growth and opportunities for Saskatchewan people | Improving our quality of life | Making life more affordable | Delivering responsive and responsible government |
|---|---|---|---|

Government's vision and four goals provide a directional framework for ministries, agencies and third parties to align with these priorities and to develop their plans to achieve greater success in the efficient delivery of government services.

All ministries and agencies will report on results achieved, or not yet achieved, in their 2012-13 annual reports. This honours Government's commitment to keep its promises and ensures greater transparency and accountability to the people of Saskatchewan.

# Mission, Strategies and Actions

## Mission Statement

The Ministry strengthens relationships between First Nations and non-First Nations peoples in the spirit of the Treaties and ensures that First Nations and Métis peoples are consulted on provincial legislation and policies that may impact their legal rights and interests. The Ministry works with and beside First Nations, Métis and northern peoples, colleague ministries, the federal government, local governments, and business to ensure that Saskatchewan First Nations and Métis peoples and Northerners have opportunities to participate in and benefit from economic and social development.

## Strategy

**Provide government oversight for effective consultation and accommodation, policy and participation**

## Key Actions

- Provide advice and guidance to ministries on implementation of the Government's Consultation Policy Framework (CPF).
- Effectively manage the First Nation and Métis Consultation Participation Fund to ensure duty to consult objectives and obligations are met and First Nation and Métis relationships are strengthened.
- Work with consulting ministries, agencies, and stakeholders in developing and/or implementing:
  - consultation and accommodation operational procedures;
  - proponent guidelines; and,
  - an evaluation process in 2013-14, on the Consultation Policy Framework and its implementation.

## Strategy

**Advance economic development for First Nations, Métis and Northern people**

## Key Actions

- Work with other ministries and agencies to support the development of strategic policy to enhance the participation of First Nations, Métis and Northerners in provincial economic growth.
- Assist northern businesses and non-profit organizations by providing Northern Development Fund (NDF) loans and grants.
- Support entrepreneurship, business development and community economic development in the north.
- Explore potential initiatives to support community planning, collaboration and project prioritization.
- Support the Saskatchewan commercial fishing industry to transition from a monopoly marketing agreement with Canada to an open, competitive market, including its exploration and implementation of alternative models that will broaden processing and marketing options for their catches.

*Photo Credit: Tourism Saskatchewan, Greg Huszar Photography, Dancers, Standing Indian Buffalo Powwo*

## Key Actions Continued

- Strengthen Northerners' awareness and understanding of northern mining, energy and other resource projects, to increase their support for such industrial developments, and their related employment and investment opportunities.
- Negotiate and administer mine surface lease agreements to encourage maximum training, employment and business opportunities for Northerners.
- Facilitate consideration of Northerners' perspectives in decisions concerning resource developments in the north.

## Strategy

**Strengthen the investment framework to encourage and support northern industry**

## Key Actions

- Build capacity and foster collaborative relationships and partnering among Northern stakeholders.
- Continue to conduct analysis of the northern economy to benchmark progress and identify opportunities for growth.
- Continue sponsorship and participation in the Conference Board of Canada's Centre for the North project, to support its national research initiatives in the project's three priority areas: (1) thriving communities; (2) economic development; and, (3) sovereignty and security.
- Explore mechanisms that support business and industry competitiveness to fulfill the development of the "Strong Economy" pillar of the Northern Action Plan.
- Deliver the Northern Saskatchewan Environmental Quality Committee program to support communities' discussions and to strengthen their sharing of information and inputs into government and industry decisions concerning northern uranium exploration activities and mine developments.
- In partnership with other regulatory, developmental, and industrial partners, better co-ordinate and streamline decision-making frameworks and information flows supporting northern mining projects.

*Photo Credit: Tourism Saskatchewan, Davin Andrie, Hunt Falls*

## Strategy

**Foster economic and social development through the Gaming Agreements**

## Key Actions

- Manage the Province's obligations under the First Nations Gaming Agreement with respect to the First Nations Trust and Community Development Corporations.
- Manage the Province's obligations under the *Saskatchewan Gaming Corporation Act* and the agreement between the Province and the Métis Nation of Saskatchewan (MNS) with respect to the Métis Development Fund.
- Participate in the Saskatchewan Liquor and Gaming Authority and the Federation of Saskatchewan Indian Nations (FSIN) in a 2012 review of the Gaming Framework Agreement.

## Strategy

**Improve the well-being of northern Saskatchewan residents**

## Key Actions

- Provide support and work in partnership with northern municipal, First Nations and Métis leaders through a Northern Leaders Table to build a Northern Action Plan by establishing goals and identifying and implementing northern priorities.
- Support the activities of three northern social development coordinators who are working with communities to build capacity and respond to opportunities.
- Support the Pinehouse Social Development Project as an example of community development that can be used as a model for positive growth and change.

*Photo Credit: Enterprise Saskatchewan, Greg Huszar Photography, Mosaic Belle Plaine*

## Strategy

**Work to improve the well-being of First Nations and Métis children**

## Key Actions

- Conclude negotiations on behalf of the Government with Canada and the FSIN on joint implementation of Jordan's Principle.
- Lead and/or facilitate First Nations and Métis engagement with government and provide policy advice on integrated solutions across the four priority areas that comprise the *Saskatchewan Children and Youth Agenda* including supporting:
  - the Ministry of Social Services in First Nations and Métis engagement in the development and implementation of a Child Welfare Transformation Strategy;
  - the Ministry of Health in the development and implementation of an Autism Spectrum Disorder/Fetal Alcohol Spectrum Disorder Strategy;
  - the Ministry of Corrections, Public Safety and Policing in the development and implementation of Saskatchewan's Police and Partners Strategy to build safer communities and reduce violent crime; and,
  - the Ministries of Advanced Education, Employment and Immigration and Education in the Government's overall approach to eliminating the education and employment gaps for First Nations and Métis people including efforts related to the Joint Task Force with the FSIN on Improving Education and Employment Outcomes in Saskatchewan.
- Work with the Ministry of Tourism, Parks, Culture and Sport to support First Nations and Métis engagement in preparations for the 2014 North American Indigenous Games (NAIG) in Regina. The NAIG is a major opportunity to promote participation in sport, Aboriginal cultures and tourism in Saskatchewan.

## Strategy

**Fulfill the Province's land claim obligations to Canada for First Nations**

## Key Actions

- Oversee and coordinate the implementation of Treaty Land Entitlement (TLE) and Specific Claims Agreements.
- Lead negotiations of TLE claims with Canada and First Nations.
- Work collaboratively with other ministries and Crown Corporations to develop policy and address First Nations' land matters as they arise.

*Photo Credit: Ministry of Tourism, Parks, Culture and Sport, photo by Paul Austring, Blue Sky over Duck Mountain*

## Strategy

**Develop new and strengthen existing partnerships with First Nations, Métis and Northern people, and the federal government to address social and economic issues and opportunities**

## Key Actions

- Support and manage the Bilateral Protocol with the FSIN.
- Support and manage the Bilateral Process with the MNS and the tripartite initiatives with the MNS and Canada.
- Explore opportunities for partnerships with First Nations and Tribal Councils.
- Bring together provincial, territorial and federal ministers with northern development mandates to discuss northern issues at the Northern Development Ministers' Forum in fall 2012.
- Lead inter-ministry work on urban Aboriginal issues by working with federal and municipal officials on the delivery of the federal Urban Aboriginal Strategy in three urban centers' – Regina, Saskatoon and Prince Albert.
- Work toward completing an internal provincial government review of self-government policy and the Province's role at the Office of the Treaty Commissioner's Treaty Table.
- Lead and/or facilitate government engagement with First Nations, Métis and industry on matters of interest to all parties, such as economic benefit sharing and environmental stewardship when appropriate.
- Continue to lead the completion of negotiations with the MNS on a Métis harvesting agreement, in partnership with the Ministries of Environment and Justice and Attorney General.
- Continue to support the Ministry of Health in its negotiations with First Nations and Health Canada on the first Ten Year Health Plan which is part of implementing the Memorandum of Understanding on First Nations Health and Well-Being.
- Continue to support the Ministry of Justice and Attorney General in preventing violence against Aboriginal women and girls and in improving the services needed in situations of violence.

## Strategy

**Improve the effectiveness and efficiency of the Ministry's programs and services so as to ensure the best use of public funds**

## Key Actions

- Implement an inter-ministry database to facilitate effective and efficient consultations.
- Improve efficiencies within the Ministry through the use of Lean principles and methodologies.

# Performance Measures

## Measure

**Number of applications by First Nations and Métis organizations supported through consultation participation grants**

| Fiscal Year | Amount | # of Applications Supported |
|---|---|---|
| 2011-12 | Statistics for 2011-12 are not available at time of publication | |
| 2010-11 | $1.7M | 16 |
| 2009-10 | $.5M | 11 |
| 2008-09 | $2.0M | 44 |
| 2007-08 | $1.3M | 19 |

*Source: FNMR Consultation Branch*

## Measure Description

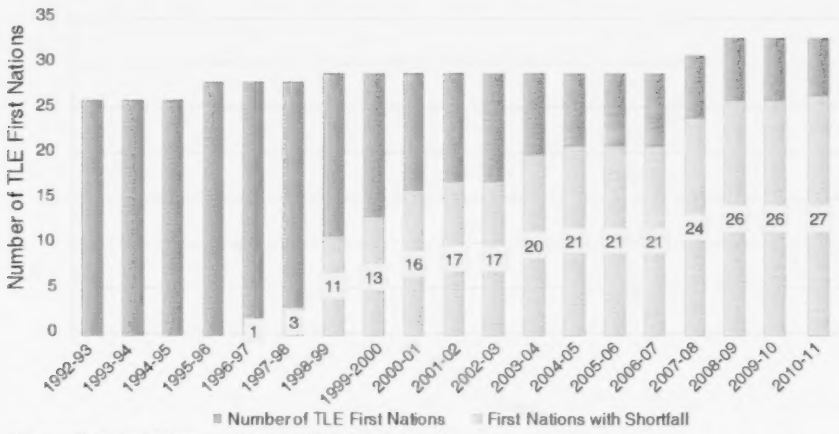
The First Nations and Métis Consultation Participation Fund (Fund) provides assistance to First Nations and Métis to participate in consultations where government activities, decisions or actions may potentially impact Treaty or Aboriginal rights. The Fund was established to offset costs incurred by First Nations and Métis communities involved in government consultations.

The Ministry has little influence over this measure as the level of economic and project activity in the province is a significant driver of demand for the Fund and the level of Fund expenditures. This measure aligns with Government's goal of growth and opportunity and to the Ministry's strategy to provide government oversight for effective consultation and accommodation, policy and participation. It also assists Government in fulfilling its duty to consult obligations.

*Photo Credit: Tourism Saskatchewan, Greg Huszar Photography, Dock Jumpers*

## Measure

**TLE First Nations that have achieved their shortfall acres**




*Source: Aboriginal Affairs and Northern Development Canada*

## Measure Description

To date, 33 TLE Settlement Agreements have been signed between Saskatchewan, Entitlement First Nations (EFNs) and Canada. The shortfall acres are the minimum amount each EFN must acquire and transfer to reserve status in order for the outstanding Treaty land obligation to be met.

Of the current 33 EFNs, 27 have obtained their shortfall acres. The above chart represents the number of First Nations that have transferred their shortfall acres to reserve status since 1992. Yellow Quill First Nation was the most recent Entitlement First Nation to achieve its shortfall acres requirement in March 2011. The EFNs that have achieved shortfall acres to date account for 457,432 acres or 84 percent of total shortfall acres.

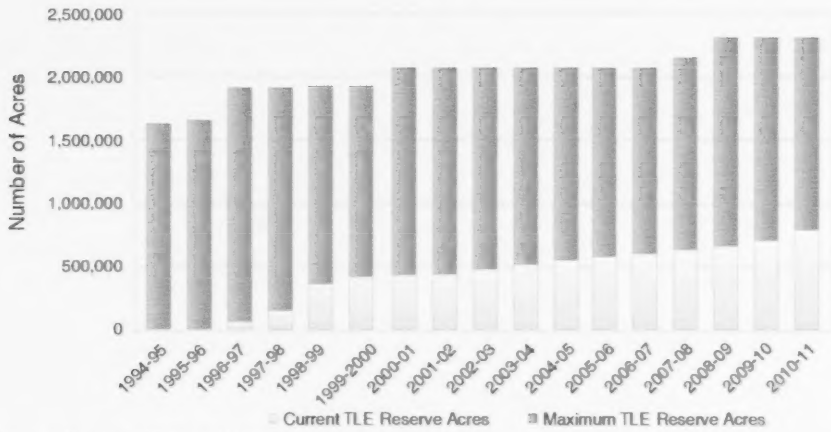
FNMR serves as a single window into the provincial government, coordinates requests pursuant to the TLE Settlement Agreements and is responsible to ensure that all provincial interests are addressed prior to reserve creation. The TLE settlement Agreements include timelines that must be adhered to.

Progress related to this measure is a key indicator of the Ministry's success in ensuring that provincial obligations related to TLE are fulfilled. The reserve creation process is complex and requires the co-operation of all three parties to the agreements.

*Photo Credit: Tourism Saskatchewan, Nancy Ackerman, Dancers, Carry the Kettle First Nat*

## Measure

**Creation of TLE reserve acres in relation to the maximum number of acres First Nations are entitled to transfer under the TLE Settlement Agreements**




*Source: Aboriginal Affairs and Northern Development Canada*

## Measure Description

This chart shows the amount of land acquired and transferred to reserve status (current TLE reserve acres) each year since the Saskatchewan TLE Framework Agreement was signed in 1992. Reserve creation under the TLE Settlement Agreements began in 1994, and to date 791,675 acres have transferred to reserve status.

While shortfall acres are the minimum amount that must be transferred to reserve status, the maximum acres that EFNs may transfer to reserve are known as equity acres in the TLE Agreements. The current 33 EFNs are able to transfer a maximum of 2.3M acres to reserve status.

All three parties to the TLE Agreements have a role in addressing outstanding issues prior to the lands transferring to reserve status. FNMR serves as a single window into the provincial government, coordinates requests pursuant to the TLE Settlement Agreements, and is responsible to ensure that all provincial interests have been addressed prior to reserve creation. The TLE Settlement Agreements include timelines that must be adhered to.

This measure is a key indicator of the Ministry's success in ensuring that provincial obligations related to TLE are fulfilled.

*Photo Credit: Tourism Saskatoon, City of Bridges*

## Measure

**FNMR's contribution to provincial policies and initiatives that have an impact on First Nations, Métis and Northern people.**

During 2011-12, FNMR developed and implemented a mechanism to measure its leadership in policy and partnership development among ministries and agencies.

## Measure Description

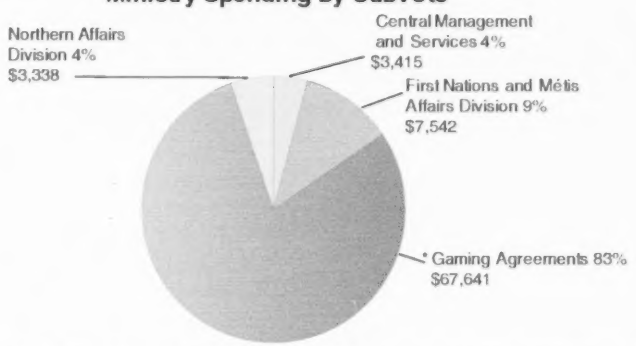
FNMR has a significant role and a wide-ranging function with its colleague ministries and agencies regarding the development of First Nations, Métis and northern policy and partnership initiatives. The measure of success of these initiatives is often embedded in the reporting by other ministries and agencies. In 2011-12, FNMR completed a survey of ministries and agencies to obtain baseline data on FNMR's contributions to provincial policies and initiatives that have an impact on First Nations, Métis and Northerners. In 2012-13, FNMR will undertake data analysis, report on results and will respond to the survey findings.

# Financial Summary

| 2012-13 Estimates | (in thousands of dollars) |
|---|---|
| Central Management and Services | 3,415 |
| Gaming Agreements | 67,641 |
| Northern Affairs Division | 3,338 |
| First Nations and Métis Affairs Division | 7,542 |
| **Ministry Appropriation** | **81,936** |
| Capital Asset Acquisitions | |
| Capital Asset Amortization | 7 |
| **Ministry Expense** | **81,943** |
| **FTE Staff Complement** | **66** |

For more information, see the Budget Estimates at: http://www.finance.gov.sk.ca/budget2012-13

**Ministry Spending by Subvote**


Northern Affairs Division 4% $3,338
Central Management and Services 4% $3,415
First Nations and Métis Affairs Division 9% $7,542
* Gaming Agreements 83% $67,641

**This represents flow through funding to First NationsTrust, Community Development Corporations and Clarence Campeau Development Fund*

*Photo Credit: Tourism Saskatchewan, David Buckley, Canoeing, MacFarlane River*

## Highlights

In 2012-13 the Ministry of First Nations and Metis Relations (FNMR) plans to:

- Provide support for year two of the three-year Northern Action Plan to improve the well-being of at-risk individuals in northern Saskatchewan ($490,000 in 2012-13).
- Host the Northern Development Ministers' Forum in northern Saskatchewan.
- Work with the Ministry of Tourism, Parks, Culture and Sport and the Federation of Saskatchewan Indian Nations to support the 2014 North American Indigenous Games being held in Saskatoon in 2014.
- Continue to oversee and coordinate Treaty Land Entitlement (TLE) and Specific Claims Agreements.
- Foster economic and social developments through the Gaming Agreements.

## For More Information

Please visit the Ministry's website at www.fnmr.gov.sk.ca for more information on programs and services or call (306) 787-4804.

*Front Page Photo Credits*

| *Canola and flax fields* | *Biking, Narrow Hills Provincial Park* | *Motherwell Homestead National Historic Site of Canada* | *Saskatchewan Legislative Building* |
|---|---|---|---|
| *Photographer, Charles Melnick* | *Greg Huszar Photography* | *Greg Huszar Photography* | *Greg Huszar Photography* |